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31 May 1967

MEMORANDUM FOR: Mr. Bross

SUBJECT : Development of Terms of Reference
for the TOD

     You may wish to mention to General Carroll today our concern with the turn which the TOD committee discussions have taken to date, the last meeting being on this past Monday, 29 May 1967.

     It is quite clear that the DOD position on the Terms of Reference, as presented by Herb Bennington, primarily reflects the interests of "programmers" and "budgeteers" and the proposed data array emphasizes the programs of individual agencies rather than the community as a whole. This means that the DOD objective is to bring into being an array of data which through simple inspection can be used for:

    a. immediate decision purposes, and

    b. justification of decisions once taken.

Nate and I feel strongly that this would be a serious misuse of data which are not suitable for that purpose.

In developing a useful "program data array," along the lines contemplated either by Bennington or ourselves, there would be brought into being a common denominator system by which one could interrelate the programs being sponsored by the individual participating agencies. This is inevitable because this is the manner in which data must be gathered for synthesis. However, the overall TOD display can, and we think should, sublimate agency identifications. Unless this sublimation is accomplished, the TOD display will simply fan the flames of a bureaucratic competition for resources instead of focusing on the question of what is the "U. S. intelligence effort" targeted against and how effective are the functional means being employed.

Nate and I feel that a program display of the character now being proposed by the DOD representatives is seriously different from our concept of a useful TOD. That is, we think that the effort of the staffs in the agencies participating should be to develop and use data which are needed in order to obtain an appreciation and analysis of the nature of present intelligence efforts for the purpose of improving effectiveness, eliminating gaps and deficiencies and identifying unnecessary or redundant intelligence activities.

The DIA representatives in the TOD meetings to date have been largely silent on the basic issue of the purpose of TOD. Nate and I suggest that you sound out General Carroll as to whether he wants a Bennington-type "super" program matrix which would be used for developing budgetary decisions or whether he wants (as we hope) a data display—based it is true on program/ budget decision data—for selected analytical purposes in order to assist members to improve the total effectiveness of the intelligence community.

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In any event, but with your approval, we would like to suggest to Mr. Bennington that a meeting solely of the representatives of the principals, i.e., the Secretary of Defense, the BOB and the DCI, be held in this building before this week is out for the purpose of a full discussion of this basic issue.

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